

REPORT OF THE COMMITTEE
ON
RURAL EDUCATION



Ministry of Education
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1959

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CHAPTER I

INTRODUCTION

This Committee came to be formed for two reasons. First, a question was raised by the Rural Institutes of Higher Education that their students successfully completing the two-year certificate course in agricultural science should be made eligible for appointment as Gram Sevaks. This claim as in conflict with the arrangement that had already been made by the ministry of Agriculture for turning out in full the requisite number Gram Sevaks from the Basic Agricultural Schools and Extension training Centres which they had helped the States to establish. The institution was rendered more difficult with the decision taken on the recommendation of the C.O.P.P. Team on Community Development and National Extension Service to stagger the opening of new blocks thus reducing the number of Gram Sevaks required in the coming years. It became apparent therefore that there was some overlapping of functions between these two classes of institutions. The second reason for forming this Committee was the criticism of the Janata Colleges at the Sixth Development Commissioners' Conference on Community Projects held at Mussoorie in April, 1957. The Conference had observed as follows:—

“From the accounts and reactions of the members with experience and knowledge of the working of Janata Colleges in this country and similar institutions abroad, it appears that there is an inadequate appreciation of its aims and objectives. The Janata College has become either a training centre for Social Education, or a Vocational School at a very low level. The important role which this institution can play in stimulating the rural population towards better living, in the training of Panchayat Members and Youth Leaders, was fully recognised, as also the need for more thinking on the subject. It was agreed that the Janata College should be a cooperative enterprise of the Education and the Development Departments. A High Power Committee of the two Departments should review its working in each State and recommend its reorganisation with a view to making it a more effective agency for the achievement of the objectives which had inspired the founders of the Danish Folk Schools. It was, however, realised that our Janata Colleges cannot and should not be exact replicas of the Danish Folk Schools.”

2. To consider both the above issues a meeting of the representatives of the Ministries of Community Development, Education and Agriculture was held on the 27th November, 1957, to discuss some broadly the nature of some

of the institutions that are being promoted in the country today by different Ministries of the Government of India, some of which have as their main purpose educating rural people for a better and fuller life and others, training workers for service of the rural people. The institutions that were considered were the Janata Colleges, the Rural Institutes, the Manjri (Agricultural) Schools and the Basic Agricultural Schools. This meeting recommended that a committee should be constituted to go into the question.

The Ministry of Education accepted this recommendation and constituted the committee with representatives from the Ministries of Community Development, Agriculture and Education with the following terms of reference:—

- (a) To examine the objectives of the institutions in question and to recommend any modifications in the same.
- (b) To indicate broadly the lines on which the syllabi of these institutions should be remodelled wherever necessary so that the objective of the institution is achieved and duplication of effort is avoided.
- (c) To suggest modifications or any improvement in these institutions including the objectives so that the output from any of these institutions is not in excess of their requirements.

3. The Committee was constituted with Shri B. Mukherji, I.C.S., Joint Secretary, Ministry of Community Development, as Chairman and the following as members:—

1. Dr. B. S. Kadam, Agricultural Extension Commissioner, Ministry of Food and Agriculture.
2. Shri K. P. Sinha, Adviser (Education), Ministry of Community Development.
3. Dr. P. D. Shukla, Dy. Educational Adviser, Ministry of Education and Scientific Research.

Shri P. C. Sharma, Education Officer, Ministry of Education and Scientific Research, was appointed as Secretary of the Committee.

Dr. B. S. Kadam left the Committee on 2nd July, 1958 on being transferred to the Government of Bombay. Consequent on certain changes made in the distribution of work among the officers of the Ministry of Education, Dr. P. D. Shukla left the Committee on 22nd July, 1958 and Dr. R. K. Bhan, Deputy Educational Adviser, Ministry of Education took his place. On the same date Shri P. C. Sharma was succeeded by Shri H. D. Gulati as Secretary of the Committee. No representative of the Ministry of Agriculture took the place of Dr. Kadam until Dr. L. S. S. Kumar, Chief, Agricultural Education, I.C.A.R., came to join the Committee towards the tail end of its work.

4. This Report is based on visits to a number of institutions where, apart from seeing the facilities in these institutions, and meeting the students, discussions were held with the members of the staff and some officers of the State Government. A list of these institutions and the dates of visits to them is shown in Appendix I. Discussions were also held with a number of persons possessing special knowledge in the field of enquiry of the Committee. The names of persons with whom discussions were held are shown in Appendix II. We would like to take this opportunity to express our sincere thanks to all these persons for the help they gave us in our studies. The managements of all the institutions we visited showed us great courtesy and the utmost consideration and helped to make our visits fruitful as possible in every way.

We also wish to express our appreciation of the assistance rendered to the Committee by its two secretaries, Shri P. C. Sharma and Shri H. D. Gulati. Lastly, a number of reports which were likely to help the examination of the subject of enquiry were studied. A list of these is given in Appendix III. We have quoted from many of these in our Report.



CHAPTER II

GENERAL CONSIDERATIONS

5. There can be no dispute that, stated in general terms, the main purpose of all the four classes of institutions we were asked to study has to be the education of the rural people for a better and a fuller life and the training of workers for rendering service to the rural people. There can also be no question that the Community Development Programme and the National Extension Service has now set the pattern for the development of the rural people and the rural areas. Very early in our study we found that there was need to review the objectives of these institutions in the light of this new pattern of development. We found that the objectives of Community Development and the new approach it makes to the solution of the problem of rural reconstruction, the comprehensive nature of the programme that it is promoting, and the character and composition of the National Extension Service that is being created were not quite clear at the time when the objectives of the institutions in question had been formulated.

6. The Community Development Programme has for its objectives economic development, social change and democratic growth. These three objectives are to be promoted jointly and in such a manner that they support one another. The Community Development ideology derives support and sustenance from faith in democracy and respect for the individual and for his freedom of choice; from conviction that progress attained with the participation of the people of the community is much more likely to be maintained and built upon than benefits supplied from outside; from a belief that the rural people have almost limitless capacity to fashion a better life for themselves if properly aided by State action; from faith in social Justice; from recognition of the true and vital place of rural reconstruction in the total development of the country; and from faith that science and technology can contribute to human betterment and that accelerated social and economic progress is possible. The approach to the programme is two-fold, educational and organisational. The rural people are to be educated in the art of better living, for bringing about a change in their attitude, for breaking away from primitive methods of production, unhygienic ways of living based on tradition and for the adopting of progressive ways based on science and technology. It seeks to inculcate in them the feeling of belonging to the community and a desire to work for the progress of the community. It teaches them methods of co-operative living. Organisationally the programme aims at promoting panchayats, cooperatives, youth and mahilla mandals, farmers' associations, the village school as a community centre and other similar institutions

and organisations of the people through which democracy will be given a firm base and the people better organised for promoting their welfare themselves. These organisations and institutions are also to be promoted largely through the educational approach. The National Extension Service is being created as the 'agency' for furthering the Community Development Programme. Worthy of special note and relevant for our purposes are the following principal features of the programme:—

- (a) It has undertaken a countrywide programme of rural development. The limited pilot approach with which the programme started was abandoned soon after in preference to a countrywide programme. Therefore, a limited pilot approach in the matter of educating the rural people becomes inadequate.
- (b) An Extension Service well manned and trained is being placed right in the village and at the block level to assist and guide the rural people.
- (c) A big scheme for orientation and training of personnel has been undertaken to provide trained workers for the Community Development Programme.
- (d) The promotion of local leadership through education and training on a scale commensurate with the programme of Community Development is now urgently called for.
- (e) The promotion of youth programmes as an integral part of the Community Development Programme is being taken up and will have much contribution to make to the education of rural youth.

7. Throughout we have kept this picture of the Community Development Programme before us and considered how the institutions under study can help to the maximum extent possible this Programme and what their objectives should be to achieve this purpose.

8. The Community Development Programme would require the education or training of the following categories of persons:—

- (i) Training of Extension Personnel to do specified jobs, such as, of Block Development Officer, Extension Officers for Agriculture, Animal Husbandry, Industries etc., Social Education Organisers (men and women), Village Level Workers and so on.
- (ii) Education of village leaders of all kinds who will play the role of local leaders, the promotion of such local leadership being both an objective of Community Development as well as a necessity for its successful working.
- (iii) Education or training of villagers with a view to improving them in their own vocation, be it agriculture or any other village craft.

9. In examining the scope and objectives of the institutions in question we have had regard for the following general considerations which we consider are relevant and important:—

- (1) Every class of institution must serve a definite and needed purpose. If there is need to experiment with any new class of institutions, that need itself will be the justification for the institution.
- (2) Educational institutions should be distinguished from training institutions. Combining these two distinguishable functions in the same institution has the danger that neither function may be properly served. Preparation for life has to be distinguished from training for a job, whether the job is provided through self-employment or employment by others. Preparation for life will be an educational process and not a training process. 'Orientation' is to be distinguished both from education and training; it may be necessary where both education and training have been completed. Educational institutions can be further classified as formal and informal educational institutions. The formal institutions are those that follow a set pattern of courses and the informal which have no such set pattern.
- (3) In each category of institutions, i.e., educational institutions and training institutions, there should be a hierarchy so that students going through any class of institution can smoothly pass from a lower to a higher institution and do not find themselves at any stage at a dead end or at a disadvantage compared to another moving up a different chain of institutions.
- (4) Institutions on the educational side and the training side should be complementary to each other as far as possible.

The relevance of what has been said above will be seen from what has been said later in the Report.

CHAPTER III

AGRICULTURAL EDUCATION

Basic Agricultural Schools and Extension Training Centres

10. These institutions were started by the Ministry of Agriculture for the specific purpose of training Gram Sevaks required for the Community Development Programme. To start with only the Extension Training Centres were set up to give a six months' training to Gram Sevaks to make them multipurpose workers at the village level. Soon it became apparent that without a fuller training in Agriculture the Gram Sevak was unable to do justice to his assignment. Therefore, the Basic Agricultural Schools were started to give him one year's training in Agriculture which was followed by six months' training in Extension and in the other subjects in the Extension Training Centres. To remove a possible misconception we may make it clear that the Basic Agricultural Schools have nothing to do with Basic Education. The use of the word 'Basic' was only to emphasise that good knowledge in agriculture is a basic equipment for the Gram Sevak. In some cases the two institutions were located in the same campus and in a few States an integrated course was adopted for the full period of one year and six months. In many other cases, however, not only did the two courses remain separate but the two institutions also remained separate from each other. On the recommendations of the Expert Committee appointed by the Ministry of Community Development to review the entire training programme for Extension personnel, it was decided that the Basic Agricultural School and the Extension Training Centre should be combined into one institution and the syllabus should be an integrated syllabus. On the further recommendation of the C.O.P.P. Team it has been decided that the integrated institutions should now give a training of two years to the Gram Sevak so that he may have really good knowledge in Agriculture. As a result of this decision and the decision to stagger the programme for opening of blocks, the aim now being to cover the whole country by 1963 instead of the earlier aim to cover it by 1961, a detailed examination is being undertaken in every State to ascertain the number of integrated institutions that each requires so as to produce the required number of Gram Sevaks year by year in accordance with the revised programme for starting of blocks.

11. The question of making those institutions permanent has been raised again and again. The drawbacks of keeping them on a temporary basis have been obvious to all. It is time that they are made permanent. This recommendation has such weighty support behind it that we do not have to support it further by arguments here. One problem that will arise as a result of this very necessary step is that the capacity for training

Gram Sevaks that would thus be developed will become much in excess of requirements after 1963 unless a decision is taken to increase the number of Gram Sevaks per block. The C.O.P.P. Team recommended that the number of Gram Sevaks should be doubled. Judging from the discussions that followed this recommendation it seems unlikely to us that it can be acted upon in the near future. It has not been possible to estimate with any degree of accuracy what would be the extent of this excess capacity. Many knowledgeable persons in charge of the programme think that only about 25% of the total annual capacity will have to be produced after 1963 for replacement of Gram Sevaks necessitated by retirements, casualties, desertions and promotions. There will be many alternative uses to which these institutions can no doubt be put and it is understood that this question is at present under examination in the Ministry of Agriculture. It would be seen that the treatment of this matter has so far been more or less on *ad hoc* lines with the usual disadvantages attaching to it. We recognise that it would not have been otherwise considering the manner in which the programme developed.

12. The Basic Agricultural Schools have generally suffered from the following defects:—

- (1) The education in agriculture has been too 'job oriented' and therefore the students have not been acquiring a thorough grasp of agricultural theory and basic understanding on which they can build up a further store of knowledge through doing their work.
- (2) The teaching staff generally selected from the Agriculture Department even when they have had good practical experience, have not always been good teachers. No arrangements have been made so far for training the staff in teaching methods or for giving them periodically refresher training to keep their knowledge up-to-date.
- (3) No systematic arrangements have been made for the inspection of these schools to ensure the maintenance of proper teaching standards. Most of the inspections have been of an administrative character.
- (4) The Agricultural Colleges have not provided guidance to these schools nor has there been proper contact between the schools and the extension work going on in the field, nor between the schools and the research centres.

13. In our view the time has now come when the *ad hoc* approach should be replaced by a somewhat long term approach which will recognise the issue as it truly is. It is one of imparting agricultural education to various classes of persons, of requisite quality and on a scale commensurate with the needs of the country in the light of the nationwide Community

Development Programme that has been launched. We should work out a well-knit pattern which will meet the present as well as future requirements and avoid duplication and other difficulties in future. Now that the Basic Agricultural Schools-cum-Extension Training Centres will have a two-year course for the Gram Sevaks and the Certificate course in Agricultural Science of the Rural Institute is also a two-year course, as well as the course followed in the Manjri type of Agricultural Schools, it would be possible to work out for these an integrated and mutually complementary pattern of agricultural education. While it is true that the number of Basic Agricultural School-cum-Extension Training Centres, now being worked out for the States, will have a considerable surplus capacity for turning out Gram Sevaks after 1963, it cannot be said that there will be a surplus of institutions for imparting education in agriculture to the rural people or to those who are to serve them. The University Education Commission in their Report (December 1948—August 1949) had argued out very forcefully the case for a large expansion of facilities for agricultural education to meet the national need of our country. It is not necessary to repeat here what they had said. They had asked for the formulation of an agricultural policy for the country and suggested that agricultural education should tend to reflect the national agricultural policy. They had pointed out that "The food problem of India must be solved by means which are in harmony with the fundamental principles of freedom, democracy, equality and fraternity which are the foundation stone on which the structure of the new Indian society is being built". This is the objective and approach of the Community Development Programme also. This Programme has been rapidly expanding in its coverage and will cover the entire country by 1963. This increases further the need for rapid expansion of facilities for agricultural education. If the importance of this is not recognised even now and action taken accordingly, the Community Development Programme will have to work under a serious handicap. The Report of the Agricultural Personnel Committee of the Planning Commission has recognised the importance of adequate expansion of agricultural education at the graduate and post-graduate levels but that alone will not take us very far in the agricultural development of the country unless a base is provided by the large scale expansion of agricultural education at the lower level also. If we look at the problem merely as one of producing a certain number of Gram Sevaks we will fall into an error. We will also fall into a similar error if we emphasise too much the aspect of employment under Government of the products of institutions of agricultural education.

14. A fact that has to be remembered is that even now the High School is the finishing school for the great majority of students who reach that stage. 75% of the students drop out before completing five years of elementary education. Of those who do complete five years of elementary

education only 60% enter the High School stage and of these only 50% pass out from Form VI. With more facilities developed for the education of the rural people and with a lag in expansion of industrial and urban employment, the great majority of rural boys will have to remain in the village self-employed. That this should happen, achieving at the same time a higher level of living for the rural people, is also a definite objective of the Community Development Programme. The success of that programme requires that the trend of the best talents from the rural areas moving away to the towns and impoverishing the social, intellectual and cultural life of the rural areas that has been in operation for long should be reversed. This will require that more educational opportunities and opportunities for rendering satisfying service to the rural people be provided to rural youth. Farming is the biggest avenue of employment for the rural people and will continue to remain so for many years to come. Farming is more than a mere vocation for them; it is a way of life. From the educational point of view can there be anything more important to them than a sound knowledge of agriculture? It is equally important that as a matter of educational policy a very determined attempt be made to change the system of education for the rural areas so that the farmer's requirements figure in it more prominently than has been the case so far. To go into the wider aspect of this subject will be beyond the scope of our enquiry. We have to confine ourselves to agricultural education. Educated farmers with progressive outlook prepared to change over from the traditional primitive methods of production to more progressive methods will be required, and hundreds of thousands of them, to support the efforts of the Extension agency, if rapid progress in the field of agriculture and revitalisation of rural life which the Community Development Programme has as its important objectives, is to be achieved.

The pattern of agricultural education recommended

15. Our effort, therefore, has been to recommend a pattern of agricultural education which will not be an *ad hoc* or improvised solution of immediate problems only but will provide a long term approach through which agricultural education could be developed on an ever-widening scale such as the country now needs for its development. In the specific terms of the more limited assignment given to us we have to evolve a pattern which will have in it a place for the Basic Agricultural School-cum-Extension Training Centre, the two-year certificate course in agriculture of the Rural Institutes, the Manjri Agricultural Schools and the agricultural course in the Multipurpose Higher Secondary Schools. The Radhakrishnan Commission pointed out that the system of agricultural education in the country will have to keep three definite objectives in view:—

- (i) The training of farmers' sons who will go back to their farms and work on them more efficiently.

- (ii) The training of a variety of persons for the important task of carrying the results of modern agricultural research to the peasants, of persons who will be engaged in the work of agricultural education extension and demonstration, in different capacities, and may be employed for this purpose by the State or private agencies.
- (iii) The training of persons for the important task of carrying the work of research, developmental and fundamental, relating to problems of agriculture and animal husbandry.

This education should equip the farmer's son to:—

- (a) produce farm commodities efficiently,
- (b) market farm products advantageously,
- (c) conserve soil and other natural resources,
- (d) manage the farm business effectively, and
- (e) participate in rural leadership activities.

There should be rapid expansion of educational facilities in the rural areas for achieving this objective. The syllabus of the agricultural course of the Multipurpose Higher Secondary Schools should be designed with this purpose in view and there should be as many such Higher Secondary Schools in the rural areas as possible. We wish to lay emphasis on the need to ensure an adequate standard for the course and for quality in teaching, to be secured through properly qualified staff and provision of farm and other facilities, so that with another year's education in agriculture the student would reach the Diploma level, a recommendation we have made in paragraph 18 of this Report.

16. The Post Basic Schools should also serve the same purpose. This is a point which has been emphasised in the Report of the Assessment Committee on Basic Education with which we fully agree. They have asked for a declaration of policy at the level of the Central Government and at the level of the State Governments that Post Basic Schools should definitely form part of the picture of higher education above the Senior Basic School level. In that manner the Post Basic Schools can absorb a good proportion of boys and girls who pass out of the Senior Basic Schools. The Post Basic Schools will have to be given the same status and importance as the Multipurpose Higher Secondary Schools. The expansion of education through the Post Basic Schools will help in meeting the demand of the rural people for greater educational opportunities, a demand that will be augmented by the programme of Community Development and the satisfaction of which, in turn, will assist materially the progress of that programme. Basic Education will also ensure that village youths would be better oriented for sharing responsibilities in the field of rural development, and throw up the right kind of leadership and help, to some extent, in reversing the process of drift of talent from the villages to the cities, which is so important

from the point of view of the the development of the rural areas through the programme of Community Development.

17. We need properly oriented and educated village youth to serve the rural community at the village level in posts such as those of the Gram Sevak and the Gram Sevika, revenue workers like Karamchari, Talati, Patwari, Secretary of the village cooperative and the panchayat, fieldmen, demonstrators for farms and a host of other similar posts under Government, local authorities or non-official voluntary agencies working in the field of rural development. It is necessary that while these young men and women have the necessary academic attainments with a proper knowledge of the language, humanities, and of general science as will give them a progressive outlook and an awakened mind, they also have good acquaintance with rural conditions and a proper understanding of rural problems, are able to see the opportunities for service to the people which are being created by the Community Development Programme and have an understanding of the process of democratic planning and development of the country that we have undertaken. They should be in tune with rural environment. A sound knowledge of agriculture and its place in rural life is also essential. But agricultural education, the expansion of which we have said is required on a large scale to meet the needs of our development programme, has to have this more comprehensive approach and not aim at imparting purely technical knowledge in the science of agriculture. The Post Basic student and the student of the Multipurpose Higher Secondary School doing agriculture as his subject can be enabled to have this kind of knowledge.

18. We suggest that in as near a future as possible all appointments at the village level in posts of the nature described in the previous paragraph should be made from among students with this kind of educational equipment. Until that stage is reached Matriculates who do the two-year course in the integrated Basic Agricultural Schools-cum-Extension Training Centres, and not absorbed as Gram Sevaks, should be given preference for such employment. For some time to come the agricultural economy of our country will remain largely a subsistence economy, and prospects of self-employment will remain limited and un-attractive. At the same time the expansion of industrial and urban employment will be slow. The policy of preference in employment suggested by us should have the result of diverting to rural education many a youth that would otherwise drift aimlessly to the cities for education and employment. That in itself will provide ample justification for this policy. We recognise that in the transitional period there will be an increase in unemployment of this class of educated persons in the rural areas. But we feel that this is to be preferred to increase in urban unemployment which is the alternative. As we have said, it is only through the progress of the Community Development Programme that employment opportunities will increase in the rural areas,

but for the success of that programme itself there has to be more education for the rural people.

The Basic Agricultural School

19. The Gram Sevak will require some more knowledge in agriculture and we suggest that the Basic Agricultural Schools should provide for him another year of intensive education in agriculture and thereafter he can be given the six months' orientation training in Extension and other subjects, such as public health, rural engineering, social education, etc., which will make him the multipurpose village level worker that he has to be. At the end of his further one year's course in agriculture in the Basic Agricultural School he should be regarded as a diploma holder in agriculture and should be given preference for recruitment to several posts in the Agriculture Department and also to the posts at the village level mentioned earlier. It is not necessary, therefore, to attempt to restrict the number of admissions to this one-year course in the Basic Agricultural Schools to the number of Gram Sevaks required according to the programme for starting of blocks. The selection of those who will eventually become Gram Sevaks can be made either at the stage of admission to the Basic Agricultural School for the first year course in agriculture or after successful completion of that course and when they have to go over to the six months' orientation course. The latter course will be preferable as selection can be made on the basis of performance in the one-year agricultural course. We have mentioned earlier that at present the Ministry of Agriculture is examining the need of every State for the integrated Basic Agricultural School-cum-Extension Training Centres according to the revised programme for starting of blocks. Our recommendation for expansion of agricultural education goes contrary to that line of thinking and we would plead that a decision on it may be taken quickly so that if it is accepted, a long term approach can be very conveniently adopted from this stage onwards and be reflected in the Third Five-Year Plan the formulation of which is now being taken in hand. No Agricultural Schools should be closed down for the reason that we now need to produce annually a smaller number of Gram Sevaks.

20. The name of this class of institution can be ultimately changed to just Agricultural School. The orientation course will have to be kept separate from the training course; a separation that will not only be convenient but also right. We have earlier pointed out that 'education', 'training' and 'orientation' are to be distinguished from each other and should be kept separate. There could be some advantage in combining the basic course in agriculture and the orientation course when the total duration of training was inadequate to cover the courses separately, and the whole course was designed to be a job training for the Gram Sevak. We have pointed out the weakness of making the course entirely job oriented. Under the pattern we are recommending the course will be a vocational-educational

course and since the boys coming to the Basic Agricultural Schools will have some knowledge of agriculture and of rural life and its problems etc., the orientation course will need to be some what changed in its character and should be a combination of job training and orientation. There will be some other advantages too. The period after the Higher Secondary or the Post-Basic Stage will be reduced from two years to one and a half years. There will be more agricultural education in the rural areas. Those who will not be employed as Gram Sevaks need not do the additional six months Extension course. And a better class of candidates will be available for the rural service at the village level. It will be economical to keep the Agricultural course and the Extension course separate. Instructors in health, cooperation, engineering etc. will not have full-time work in the two-year integrated course. In two years the Extension Training Centre can turn out four times the number of students by running six months' courses than will be turned out through the two-year integrated courses. It will be difficult for all the Basic Agricultural School-cum-Extension Training Centres to provide all the necessary facilities and equipment required for an integrated institution. An E. T. C. located near a veterinary hospital or a dairy can use the latter's facilities. In such a case it would be wasteful to create these facilities in an integrated institution located elsewhere. In a separate Extension course shortcomings noticed in students coming from a Basic Agricultural School can be made up. As the number of students in a batch will be small better individual attention can be given to them. Because the training in the E. T. C. will be of a multipurpose character it can be best placed in the control of the Development Commissioner. The Agriculture School should be under the control of the State Agriculture Department. These several advantages will be derived from keeping the Agricultural course and the Extension Training separate and the institutions for them separate. We will strongly urge a reconsideration of the decision in this matter and urgently too.

21. We realise that at present the number of students that will be coming out from the Post Basic and Higher Secondary Schools with agriculture subjects will not be adequate to meet the requirements of Gram Sevaks and therefore the pattern, we have suggested, can be evolved only gradually as the number of Post-Basic and Multipurpose Higher Secondary Schools in rural areas increases and the students with agriculture subject are enough to meet the requirements of Gram Sevaks. There is no suggestion, however, that the expansion of the Multipurpose Higher Secondary Schools should be limited in any way. On the contrary, we have suggested that their number should be increased as rapidly as possible in the rural areas. This is, however, not to suggest that the expansion should be at the cost of quality and by lowering of standards of teaching, equipment and other necessary facilities. The important point to bear in mind is that if the objective of bringing

about a rapid increase in the number of such institutions in the rural area is given the importance it should be given, a well thought-out plan to achieve the objective can be worked out and necessary steps taken in time to have the buildings, equipment and other facilities and the trained staff to ensure maintenance of right standards.

22. The pattern we have recommended will give due place to Post-Basic education in the scheme of expansion of rural education, provide for smooth movement of students from the Senior Basic to the appropriate stage of the Multipurpose Higher Secondary Schools, and enable the successful rounding off of agricultural education for the students who take up agriculture in the Multipurpose Higher Secondary Schools and wish to go a step further so as to obtain a diploma that will fit them for rural service in the agricultural sphere at the village level. It would also provide for integration of the agriculture course in the Multipurpose Higher Secondary Schools and the Basic Agricultural Schools. To the extent that the capacity of the Extension Training Centres will remain unutilised, other suggestions for their utilisation have been given later in the Report.

The Manjri Type Agricultural School

23. We consider that the scheme we have suggested for agricultural education, or rural education if it may be so called, up to the diploma level will better promote rural leadership and fit rural youth for self-employment. In fact the stage up to the completion of the one-year course of agricultural education in the Basic Agricultural Schools should be the lowest that we should eventually aim at taking the rural youth up to. This will give him sound knowledge of agriculture so as to make him a good farmer capable of fulfilling the four objectives mentioned in paragraph 15. The Governments of Bihar and Bombay seem to be thinking on these lines. The Bihar Government have, therefore, not agreed to integrate the Basic Agricultural School and the Extension Training Centre. They are also proposing to retain all the Basic Agricultural Schools, one for each district, that they have set up for purposes of training Gram Sevaks. Only about half the number of students admitted to the Basic Agricultural Schools go over to the Extension Training Centres and become Gram Sevaks. The other half are either absorbed in other services at the village level or go back to their farms. We think that from the long term point of view this is the correct approach. Stipends are generally being given to the students of the Basic Agricultural Schools and Extension Training Centres. A question may arise how money can be found to give stipends to the much larger number of students that may be attracted to the Agricultural Schools under our recommendation. We can only express the hope that the adoption of the policy of preference in employment we have advocated will induce boys to come forward for admission to the institutions even without being given stipends. We recommend that this possibility should be tried out with some determination.

24. The Bombay Government have revised their syllabus for their agricultural schools, also called the Manjri type of schools, so that in the two-year course the student should get knowledge of agriculture, animal husbandry, dairying and veterinary aid, horticulture, cooperation, marketing and agricultural legislation, public health and civics, village industries, village administration and revenue matters, forestry, agricultural extension, Hindi and rural development. Students passing from these schools are to be given preference for employment as Talatis. The minimum qualification for admission to these schools is passing of primary school certificate or seventh standard examination of Secondary Schools. These schools are also intended to give education in agriculture and allied matters to sons of farmers who intend going back to farming and can be expected to show themselves up later as progressive farmers and village leaders. Our suggestion is that these schools should be ultimately integrated in the permanent pattern for agricultural and rural education that we have recommended. For the present they may continue to run on the existing pattern to provide facilities of education to non-matriculates or those who cannot carry on education up to the Higher Secondary stage, either through the Post Basic-Schools or the Multipurpose Higher Secondary Schools or a normal High School. They may also to a limited extent provide candidates for appointment as Talatis and to other equivalent posts at the village level. But the ultimate aim should be to convert these schools either to the Post-Basic Pattern or the Multipurpose Higher Secondary Pattern or to an Agricultural School of the kind recommended by us. The products from the present Manjri type of schools should not be appointed as Gram Sevaks. If they are selected to be appointed as Gram Sevaks they should do another year's course in agriculture and thereafter the six months' orientation course. It will be preferable not to admit Matriculates to these schools; they will have many other institutions to go to.

25. We would mention here that Bombay have now so revised their courses in the Agricultural High Schools, which in future will follow the pattern of Multipurpose Higher Secondary Schools and the Agricultural Schools of the Manjri type, that the first year course of the Agricultural Schools coincides with the S. S. C. course in the Agricultural High Schools. It is, therefore, possible for boys who have done the 8th to the 11th standard of the Agricultural High Schools to join in the second year of the Agricultural Schools. This process would be carried to its logical conclusion when the Agricultural School gives a one year's course in agriculture and allied matters to students completing the Agricultural course of a Multipurpose Higher Secondary School as we have recommended. In fact it would be of considerable advantage if all functionaries of Government or local authorities who have to serve the rural community in any field of development at the village level are given the six months' orientation training also in addition to completing one year's agricultural course after finishing their Higher Secondary education.

26. The next higher stage in the same educational scheme will be the three-year diploma course in the Rural Institute of Higher Education to which we shall refer later in this Report.

27. The agriculture diploma holder, *i. e.*, after the student has completed successfully the one-year agricultural course in the Agricultural School, should be eligible to join an Agricultural College and complete the Graduate's course in three years. It will be necessary to review the syllabus of the Agricultural College taking into account the better equipment which the boys, coming to it under the system recommended by us, will possess. It will not be necessary to retain in the syllabus those portions which seek to develop certain skills in farming etc., which the students would have already learnt in the school. The College course will then become truly a College course and not the school-*cum*-College course that the four-year course at present is. A better class of students will come to the College and will learn more even from the three-year course than they do at present from the four-year course. Thus the scheme suggested by us will provide an integrated system of agricultural education from the school to the college stage.

TWO-YEAR CERTIFICATE COURSE IN AGRICULTURAL SCIENCE IN RURAL INSTITUTES

28. At this stage it would be convenient to deal with the two-year certificate course in agricultural science which some of the Rural Institutes have started. We recommend that this course should also conform to the pattern of agricultural-*cum*-rural education which we have suggested, *i. e.*, this course should be in agriculture for one year only admitting to it boys passing out from the Post-Basic or the Higher Secondary Schools with agriculture as their subject. In other words, this would be the same course as we have suggested for the Agricultural Schools. We do not see any advantage in having the two-year certificate course in agricultural science in a Rural Institute. The main course, as we shall explain later, which these Institutes should run should be the three-year diploma course in rural services in which there should be adequate provision for agricultural education and understanding of the place of agriculture in the life of the rural communities. The short courses which these Rural Institutes should run, recommended later in the Report, and the extra curricular activities that they should have, will ensure the necessary live contact between the students and the village community, so essential for the proper orientation of the students preparing for a career of rural services. We would, therefore, recommend that the two-year certificate course in Agricultural Science should not be started in any Rural Institute hereafter. We would further recommend that Institutes running this course, when they convert it to the one year Agriculture course suggested by us, should comply with the teaching standards, equipment and other facilities as will obtain in the Agricultural Schools and will be subject to the same system of inspection, examination and administrative control.

29. For the present the two-year course may continue in such of the Rural Institutes as have already been running it, but the syllabus should be exactly the same as the syllabus now to be followed in the two-year course of the integrated Basic Agricultural School-cum-Extension Training Centre. This syllabus has been very carefully prepared by a number of expert committees, each working out an appropriate syllabus for one region of the country. The selection for admission to this course in the Rural Institutes of candidates who are to be appointed as Gram Sevaks should be made in the same manner and with the same educational qualifications and they should be examined in the same way and by the same authority as in the case of Agricultural Schools so that there will be no conflict between these two classes of institutions. According to the recommendation that we have made there will be no difficulty that a larger number of Gram Sevaks will be produced than is required by us.



CHAPTER IV

RURAL INSTITUTE

30. We now come to the main role of the Rural Institutes. All are agreed that these should not develop a type of education likely to perpetuate the difference between the city and the village or be even capable of being so regarded. In their own Report the Committee on Higher Education for Rural Areas (Shrimali Committee) had made it quite clear that in their opinion the aims and objectives of higher education in rural areas are not fundamentally different from those of higher education in urban areas. The villages today are not so isolated after all. Schools and Colleges are being opened more and more in the rural areas; nor can we claim that the necessary bond that should exist between education and service should be present only in the system of education of the Rural Institutes. That has to be an objective for all education. It would be futile to expect that a few Rural Institutes can by pioneering work really pave the way for changing our educational system in such a radical manner as would remove its basic weakness of being far removed from life. The Inter-State Seminar of Rural Institutes held at Balwant Vidyapeeth Rural Institute, Bichpuri, in December, 1957, was of divided mind over the issue whether those Institutes should remain pioneers in their line not caring for recognition of their degree and securing job eligibility for their candidates by the University and Governments; or whether such recognition and declaration of job eligibility was essential for the growth and success of these institutions. Both these points of view are important and in our opinion they are not irreconcilable. Admittedly these institutions have to do pioneering work for their field is new. But unless the minimum favourable conditions necessary for their success are created they will not succeed. The Seminar was conscious of the difficulty of getting good staff to serve in these Institutes and of attracting good students. In the Seminar's recommendations there is little that is not equally applicable and important for any residential educational institution and on the basis of these no valid distinction can be drawn between rural and urban education. As experimental institutions they will have to tackle problems common to traditional education, such as, the weakness of the examination system. In fact in our view the more important issue is not whether this class of institutions can succeed, but whether there is definite need for them and how they can be made to succeed and be most useful. We have applied our mind primarily to these questions.

31. The main objective visualised for these Rural Institutes has been, and it must remain so, to provide greater educational opportunity to rural people and of a kind which will be in harmony with their outlook and traditions and will open up avenues of rendering satisfying service to the

rural people. As we have stated earlier, this is a requirement of paramount importance which has to be met if the programme of Community Development is to succeed. At the same time it is a need of the rural people that they will begin to feel more acutely as the progress of Community Development makes headway. This situation does not present a dilemma; it does present a challenge but facilitates also the finding of the answer. The rural Institutes should be conceived, in our view, primarily as educational institutions and not as vocational or training institutions. Having ultimately the service of the rural people through equipping them educationally as their objective, they should aim at building up the idea of a rural profession as different from following specific rural vocations. To quote from the Report of the Radhakrishnan Commission, "Professional education is the process by which men and women prepare for exacting responsibility and service in the professional spirit. The term may be restricted to preparation for fields requiring well informed and disciplined insight and skill of a high order. Less exacting preparation may be designated as vocational or technical education." This professional education has to be in terms of the principal objective which education must now have, viz., to infuse in the youth the spirit to live and work for the Democratic Welfare State we are seeking to build. Thus we have to reconsider the role of the Rural Institutes in the context of the Community Development Programme and the special approach which it makes to solving the problem of the rural areas. We have said earlier that for rendering service to the rural people we need a properly educated person oriented to the needs of the rural areas with a personality in tune with rural conditions, whether it be in the capacity of a functionary of Government or of a local authority, whether by assuming leadership of the village community or by working as a better citizen in his own field of employment. Such a type of person our urban oriented educational institutions have not been producing. We have suggested what the pattern of education should be up to the Higher Secondary stage with the emphasis on agricultural education that is today required. The main course in the Rural Institute should be a step higher in the same direction and therefore the three-year diploma course for rural services should be the principal course. While still on the objectives which education in the Rural Institutes should serve, we are tempted to quote what Dean H. W. Hannah has said, in his 'Blue print for a Rural University in India' should be the objectives of a Rural University. These are equally applicable to Rural Institutes. These in Dean Hanna's words are:—

- “(1) Creation of an awareness in the student of the problem faced by agricultural people, both world-wide and in India.
- (2) Grounding the student in the basic skills and scientific knowledge needed to engage successfully in some useful calling directly concerned with or related to rural life in India.

- (3) Opening the way to advanced study through adequate preparation and stimulation of those students of his competence.
- (4) The creation of a desire to engage in liberal thought and expression, and to participate in the political life of the nation."

32. In the discussions we had with the authorities of the Rural Institutes we visited we did not get the impression that there was in all of them a clear understanding and acceptance of these fundamental objectives and even less of how these could be promoted. We also found that they have not been able to review their plans for developing Rural Institutes in the light of the new situation created by the launching of a countrywide programme of Community Development.

33. We have been impressed by many of the observations and recommendations made in the excellent report on Rural Institutes by J. D. Dawson, Vice-President and Dean of students of Antioch College, Yellow Spring, Ohio (U.S.A.). Yet we find it necessary to comment on some of these. He summed up the reasons for establishing these institutes as the following:

- (1) Most rural youths had no access to higher education.
- (2) The rural students need a combination of study in both cultural and occupational fields not offered in established institutions of higher education.
- (3) Rural areas are in need of the kind of extension service which a rural institute could supply through its facilities and staff and through the practical field work of its students.
- (4) The Rural Institutes would serve an important collaborating function with the work of the Central and State Governments in Community Development and National Extension Service.
- (5) Finally, these institutions will meet the need for higher educational centres to be located in rural areas where in various ways they could infuse new hope and atmosphere into the life of surrounding areas and thus bridge a wide gap in Indian education.

Our earlier examination of the change that has been brought about in the situation by the Community Development Programme with its special objectives and approach, would show that so far as reasons third and the last are concerned they have lost much of their validity. As we have said, these institutions must be primarily for meeting the educational needs of the rural people, the demand for which is being stimulated and the importance of which is being enhanced by the Community Development Programme. This educational need has to be met for preparing youth for effective living and for careers of service to their own community and for leadership. Though there has to be some amount of combination of study in cultural and occupational fields, the occupational aspect should not assume such importance as will make the courses nearer vocational

courses or courses for job training. What is required is proper adaptation of the courses to the needs of rural education and adequate provision of practical work experience for students.

Mr. Dawson's analysis of the limitations from which most of the Rural Institutes are at present suffering is, in our view, very valid and should be taken note of. The revision in the syllabus suggested by us later would secure the aim suggested by Mr. Dawson that all students should be able to receive a common understanding of the needs and possibilities for living and working in a rural community, should get work experience and guidance at the institute to make their education realistic and enable them to make a choice of the field in which they will wish to acquire some specialised knowledge so that they could serve the rural community in that particular field, whether it be service by joining the Extension organisation or through local leadership or through self-employment. We have, however, suggested that the specialisation should be in the third year, the general course being covered in the first and second year.

34. Emphasis need not any longer be on the the Rural Institutes' role to render service *directly* to the rural people by taking up 'Extension' programmes not closely related to the processes of education. At least in one Rural Institute visited by us a great deal of importance is still being attached to the direct responsibility of the institution to render service to the rural people by extension work somewhat independent of the teaching process. Similarly, though some amount of research is necessary in the practical problems of rural life, research should not be regarded as a direct responsibility of the Rural Institute, and certainly duplication in research should be avoided. Perhaps the kind of research which these institutions should take up can be more appropriately called special studies and experimentation. It will be mostly applied research and research in methodology and in the sociological field. It should be invariably related to some teaching programme of the institute. Some valuable suggestions are contained in the Chapter on Research at the Rural Institutes in the Report on the Rural Institutes of Higher Education by Louis Smith submitted to the Ministry of Education. We are saying all this because some authorities of the Rural Institutes hold the view that the Institute has to pioneer research in rural problems and undertake full responsibility for it. This view ignores the fact of the very limited library, laboratory and personnel facilities that these institutes possess. The awareness of the fact that the large scale effort in this field that has to be made now is quite beyond the capacity of the Rural Institutes and that already better equipped and manned Centres of Research are being developed for this purpose is not there. We have to guard against the danger of the Rural Institutes working in an insulated fashion. Nor should there be any duplication. Some amount of research work will be necessary in order to have the proper atmosphere in the Rural Institutes and also as a

part of the teaching learning-process and no more than that is really necessary.

35. The main service which the Rural Institute can and should immediately render to the Development Programme should be to produce properly educated and oriented persons to supply suitable personnel for the Extension Service. This it will do through the three-year diploma course. But to get best results the present syllabus will need alteration in a somewhat radical way. Suggestions for alteration of the syllabus are contained in Appendix IV. Looked at from the point of view of the immediate needs of the Extension Service, specialisation in the fields of Cooperation, Community Development, Social Education, Social Welfare, Home Economics, and Village Industries would be most advantageous. It is for these branches that there is at present no institution that produces suitably educated and properly oriented persons for doing useful work in the rural areas. Just as an Arts Graduate is more suitable for employment in certain fields, a Science Graduate for certain others, and a Commerce Graduate for still others, the three-year diploma holder of the Rural Institute would be a more suitable person for employment in the Rural Extension Service generally and with the specialisation in the fields mentioned above we will have persons particularly fitted for service in these fields. This will be a very great contribution to the National Extension Service. In addition there can be specialisation in Public Administration for turning out suitable candidates for administrative posts in which much of the work has to be done in the field of rural planning and development and allied fields.

36. The question arises as to whether the three-year diploma course should be considered as equivalent for purposes of job eligibility to a graduate degree of a College. Our recommendation is that the standard of this course in its academic level of education and the content of the syllabus should definitely be equivalent to a graduate course. And yet it has to be recognised that it would be wrong to compare the Rural Institute with a typical College or University. Any attempt to give it that appearance will only distort the character that these institutions have to develop if they are to serve the purpose they should serve and find justification through it. It would follow that students who have reached educational attainment up to a level as would qualify them for admission to an under-graduate course be admitted to the three-year diploma course of the Rural Institute; that the staff employed in the Rural Institutes is of requisite calibre and that the teaching and other facilities and aids to teaching are up to the required standard. We would wish that the course be recognised by Universities also as equivalent to a graduate course so that students coming out from the Rural Institutes get opportunities for post-graduate studies in the Universities, but we feel that

it would be best if ultimately post-graduate facilities are developed in these Institutes themselves in their own lines, having the same character and objectives. Whether Rural Universities are established in the near future or not, we feel that the idea of developing these Rural Institutes must logically take us to the idea of a Rural University and if that is shut out completely the Rural Institutes will not grow to their full stature. This is, however, not to suggest that any artificially fast pace should be set for quickly developing these Rural Institutes into Rural Universities. We have already noticed some tendency in a few of the Rural Institutes to expand their activities more rapidly than is wise, ignoring the importance of insistence on really good and suitable staff, the supply of which is by no means plentiful in the country today. It seems to us also that the present structure of the syllabus, modifications in which we have suggested elsewhere, has been partly influenced by the desire to give to it the appearance of a course of a conventional College, perhaps with an eye to facilitate recognition by the existing Universities. We feel that any move in this direction is not a right move. It is by proving its usefulness to the community and by serving the cause of India's progress and reaching high enough educational and professional standards that these Institutes should establish the claim of their three-year diploma course to equivalence to a Graduate course. The recommendation we have given, we feel, will give them fairly favourable conditions to establish their claim.

37. It has been suggested to us that even if the University does not recognise the three-year Diploma course as equal to a Graduate course the employing authorities, which are primarily the Central and the State Governments, should clearly indicate to educational institutions the kind of educated men they require for manning the Extension Service for work in the various fields of rural development, and the kind of orientation and personality that they should have, and it would be up to the Educational institutions to agree to turn out such educated young men. Any institution which does turn out such men should get recognition in terms of job eligibility for different posts. Indeed the State may go a step further and treat some of these Rural Institutes as academies for taking care of the education of their nominees later to be drafted into the Rural Extension Service. We have not examined this idea, but feel that it deserves to be fully considered.

38. As to whether the Rural Institutes should have a course in Rural Engineering, we are of the view that it may, in some ways, be advantageous to have this course. The course should be a combination of civil and public health engineering with a little of mechanical and electrical engineering thrown in it. Keeping in view the developing needs of the rural people due to the Community Development Programme, special attention has to be given to engineering problems and needs of the rural areas, such as soil and water conservation, rural water-supply, rural housing, repair

and servicing of water pumps, tractors and farm machinery. The attempt should be to produce a multipurpose engineer properly oriented to understand rural problems. It is not suggested that this should be a purely job oriented course. The basic knowledge of engineering science up to the diploma level should be imparted. The product of this course within the range of his knowledge should in technical competence be in no way inferior to civil, public health, mechanical or electrical overseers coming out from a regular institution of that class. The main emphasis has to be on service to the rural people keeping in view the new situations that are arising from the kind of development of the rural areas that is now taking place. The proper rural orientation which all the products of the Rural Institutes must possess must be ensured in this case also by proper provision in the syllabus of the course which should be of three-year duration. We are not competent to suggest the syllabus even in outline or to examine the existing syllabus and have, therefore, refrained from attempting to do so. Experts will have to consider this question.

39. Lastly, we would suggest that the Rural Institutes should run a number of short courses for vocational guidance to progressive farmers, for training of panchayat secretaries, the Sarpanchas and the members of the panchayats, for training of secretaries of cooperative societies, for training of village school teachers in community work, for training of youth leaders etc. Because of the atmosphere which should obtain in the Rural Institutes, their live contact with rural problems and the quality of the staff we have recommended, it should be possible for them to run such courses successfully. This will also have the advantage of bringing the institute and its students into closer contact with village leaders and village development workers.

40. Some of the persons engaged in the development of the Rural Institutes seem to think that these Institutes resemble in many ways or should be made to resemble the Land Grant Colleges of U.S.A. The Land Grant Colleges were a conscious national attempt to change over to a system of education in which agriculture and farmers' requirements were to figure more prominently than in the past. In a general way the Rural Institutes are also to be a development in the same direction, but they cannot be developed on the lines of the Land Grant Colleges. In the latter agricultural education figures vary prominently, although with it there is also education in science and humanities, and in other vocational spheres. For one thing the Rural Institutes' primary concern will not be in the field of agricultural education; secondly, as we have stated earlier, the Rural Institute should not have direct responsibility for Extension work as the Land Grant Colleges have, and thirdly, they cannot take up any independent programme of research for its own sake. We have already said what the nature of their research should be. We must recognise that our Community Development Programme is very much more than a

mere programme of Extension. Thus the essence of the Land Grant Colleges of integrating teaching, research and extension is not applicable to the Rural Institutes. We would, however, recommend that there should be intimate relationship between the Rural Institutes and the Extension Agency of the Development Blocks. In considering this question it would be well always to bear in mind that the Rural Institute is essentially an educational institution and the Extension agency is essentially a service agency. While both will have much to gain by sharing of knowledge and experience between them and the Development Block must provide the students of the Rural Institute work experience relevant to their educational and professional development, it can only lead to confusion of thinking if collaboration is considered in terms of any sharing of executive responsibilities in connection with the programme of the block. It will be primarily for the Agriculture college to lead and supervise agricultural education in the agricultural schools. Agricultural colleges should also develop Extension Wings for making their teaching more realistic and provide work experience to their graduates to make them good Extension Workers afterwards. The Agricultural colleges should provide intellectual leadership in rural development as distinguished from the administrative leadership which is the responsibility of the Extension Service. Similarly, the Rural Institutes can also provide some intellectual leadership but should not undertake any executive responsibilities for the Extension Programme.

41. Lastly, we would recommend that with the expansion of agricultural education that we have advocated the need for making adequate arrangements for training of agricultural teachers should be urgently considered. It may be necessary to establish Agricultural Training colleges which will train teachers to teach agriculture in Agricultural schools, Multipurpose Higher Secondary schools and Post-Basic schools. Their refresher training should be taken care of by the Agricultural colleges.

CHAPTER V

JANATA COLLEGES

42. For an authoritative description of the scheme of Janata Colleges and the objectives they should serve we have referred to Chapter II of the Teachers' Handbook of Social Education published by the Ministry of Education, Government of India. It has been said therein that the success of the gigantic programme of economic and social development that has now been taken up in our country, requires the fullest participation of the people in its development and to secure this, local leadership must be promoted to the fullest extent possible. There is, therefore, the necessity for a type of institution, which has to be fairly widespread in the country and which can take up this essential work of creating centres of leadership in the village. We have ourselves stated earlier that the success of the Community Development Programme requires the training of local leadership, which must be provided ample opportunity for rendering satisfying service to the rural community in the political, social and economic fields of development. The objectives of the Janata Colleges have been stated in the said Manual as follows:—

- (a) To inculcate in their trainees right social outlook and attitudes towards various problems.
- (b) To provide cultural leadership to the village community, especially the Community Centres which are springing up in large numbers in the Community Projects and National Extension Areas.
- (c) To strengthen group ties—not in family and caste groups, but functional groups—which are necessary for the realisation of the economic and social ideals enshrined in our Constitution.
- (d) To sustain the morale and strengthen the purpose of the people in executing tasks which have devolved upon them. The youth have to be geared to a national purpose and only the consciousness of this national purpose can create a strong morale in the people.
- (e) To provide an intellectual haven in the minds of the illiterate masses in the country.

The description suffers from some amount of vagueness which is perhaps unavoidable. But from our visit to a number of Janata Colleges and discussions with those responsible for sponsoring or managing them, we have found that the objectives are differently understood by different persons and in not a single case are the objectives described in the Manual being served to any appreciable extent.

43. The Prospectus of the Janata College, Banipur which was given to us has described the objectives in the following words:—

“A Janata College is to be developed as a centre of learning for the villagers. It will provide facilities of training in constructive leadership. It is not intended to be a college in the ordinary sense providing academic education mainly. Its aims and methods are to be determined by the life of the common people, and its main purpose is to train young men and women in the art and technique of better living so that they may return to their villages, put their knowledge into practice and help their neighbours, raise their standard of living and improve their quality of life. It should be developed as a rural centre humming with activities of various types so that the village people, whether they come for training or not, may be impressed by these activities and feel drawn towards the institution.”

But in fact we found this Janata College training workers for the Central Social Welfare Board. The Janata College, Turki (Bihar) is training social workers and running certain other courses. The Amraoti Janata College at the start made an attempt to follow the real objectives of a Janata College. Then it took up courses very similar to the course for training of VLWs and the course followed in the Manjri type of agricultural schools and is at present running refresher courses in agriculture of six months' duration for farmers, sanctioned by the I.C.A.R. It is also running a six months' course in Social Education. Most Janata Colleges have provision for craft training, but the training given is of a very inferior kind and hardly equip the student for taking up any vocation seriously. The claim that the training in crafts creates an artistic sense or a love for manual work or develops an interest in hobbies is hardly justified. Better organised and equipped training centres are being set up under the programme of Community Development for training village artisans and craftsmen and village youth, men and women. Many of the authorities of the Janata Colleges contended that without providing for training in crafts or for vocational training, boys will not be attracted to the Janata College. This only shows that the Janata College objective has not been understood. The Managers of the Janata College, Turki, take the view that the Janata College should aim at:—

- (i) Giving training to leaders and workers to undertake construction work in rural areas.
- (ii) Rendering social services to villagers including sanitation, distribution of medicine, construction and repairs of village roads, demonstration of improved agriculture, education and cultural activities and teaching of improved village crafts for their economic betterment.

(iii) Carrying on work on all the main fronts on a unified and comprehensive basis.

(iv) Teaching and training village workers to run literary centres.

It was obvious to us that there exists a great deal of vagueness about the objectives which the Janata Colleges should serve and few clear ideas as to how these objectives could be fulfilled. Some hold to a vague idealism of service to the rural people and claim to be equipping their students for constructive work in the rural areas. But the fact is that the Janata Colleges have remained more or less aloof from the development programme and do not have a clear idea of its nature and comprehensive scope. In actual practice the existing colleges are following an odd assortment of courses. The training in crafts is of very poor quality. Most of the young men coming to these colleges are attracted by prospects of employment or from hope of bettering their chances of employment. We are convinced that these Janata Colleges are not fulfilling the objectives described in the Education Ministry's Manual referred to earlier, nor can they be said to be fulfilling much useful purpose.

44. We have referred to the proceedings of the Seminar on Janata Colleges which was sponsored by the Ministry of Education, Government of India, and held under the auspices of the Adult Education Council, Mysore, at Yalwal, Mysore, in February, 1956. We feel there is lack of realism in much of what has been said in these proceedings. We agree with the conclusion of the Seminar that "The education which the Janata Colleges should be designed to give should be visualised as part of a popular countrywide movement for providing civic consciousness and social and cultural enlightenment for the common man and help him to become a responsible member of a democratic society." The Seminar recommended the following steps for fulfilling the objectives:—

- "(a) Promoting democratic way of thinking and developing democratic habits and group and community activities in the inmates of the Janata Colleges.
- (b) Inculcating in them initiative and qualities of courage and leadership and capacity for organising community welfare activities.
- (c) Providing social, cultural and recreational environment which may enable them to go back to the villages as enlightened and responsible citizens of a democratic State with a progressive outlook.
- (d) Instilling into them a sense of national unity and international understanding which may keep them above petty factions and rivalries which have considerably vitiated rural life of today.

- (e) Providing an intellectual leaven in their minds so that they may acquire a reading habit and desire for knowledge and be a source of inspiration to the ignorant and the illiterate.
- (f) Giving them the morale and strength for facing problems of life and for participating actively in the implementation of plans and programmes meant for national and social reconstruction and developing in them the strength of character which may induce them to live a truthful and honest life.
- (g) Developing in them a habit of solving problems through methods of enquiry and maximum harmonisation of interests.
- (h) Enabling them to acquire greater knowledge and a capacity for intelligent adaptation to situations.
- (i) Initiating them into techniques of group work, e.g., discussion groups, group projects, etc.
- (j) Taking such other steps as may help counteract the feeling of helplessness on the part of the villagers and make them conscious of the role they have to play in creating a new social order."

The shaping of the attitude that has to be aimed at would require a long period of education and we are convinced that any effort to impart education with these objectives through an institution is bound to lead to the adoption of a somewhat long and formal course which will make the scheme costly and impractical. No wonder the Seminar had to suggest a staff of one Principal, five Teachers (including craft specialists) and other staff. The existing Janata Colleges have assumed the character of formal institutions. The result has been that the adult villager who is usefully employed and is a potential leader is not attracted to these institutions. It is generally the unemployed youth hoping to get a job by attending the Janata College course that are coming to these institutions. There is, therefore, the danger that this kind of institution will further strengthen the view that exists in our society, much to its detriment, that a career in Government is to be prized above all other and will overshadow the idea of service to the rural people which we wish to promote. The adoption of other courses, such as for training of workers of the Central Social Welfare Board or for training of social workers or Social Education Organisers has been generally for purpose of justifying the existence of the colleges and making them appear to serve a useful purpose. The problem that has not been solved, and, we feel, is not capable of solution if these institutions remain the formal institutions that they are, running courses extending over several months, is how to provide to the usefully employed adult villagers who have to be educated and enlightened on a mass scale to serve the needs of the Development Programme, the incentive to join these Colleges. In any case, the Janata Colleges are so expensive that they cannot be multiplied on a large scale. We calculated that the *per capita*

cost of training at the Janata College, Alipur and the Vidyapeeth of Mysore comes to nearly Rs. 500 to Rs. 600.

45. We feel that conditions are not yet ripe in our country when Janata Colleges modelled after the pattern of the Folk High Schools of Denmark can be successfully promoted. The ground has to be prepared by a much bigger effort than has so far been made to take the right kind of education to the rural people. In their report the Radhakrishnan Commission observed:—

“One of the key points at which democracy will fail or succeed is in the kind of education which will be made available to the common people.”

The demand for the type of education which the Folk High School Movement of Denmark provided for the farmers came from the farmers themselves as a result of certain major developments that had taken place in the country at that time. These were, the freeing of the Danish peasant from serfdom, the provision of free and compulsory education for all children of the age 7 to 14 years, and the granting of parliamentary Government to the people. The peasants themselves realised that if they were to raise their level of living they must have further education. The Folk High School Movement in Denmark grew as a spontaneous movement from all these developments. We doubt if a similar demand can be created for enlightenment among the farmers through the establishment of Janata Colleges of the pattern we have at present. For reasons of cost, if not for any other, these institutions cannot be multiplied on a large scale. It will be almost impossible to find the right kind of staff for a large number of Janata Colleges. Not all the staff that we met in the few Janata Colleges we visited are capable of doing justice to the Janata College idea. Since the Janata College education can be only for the few, if it is not of the right kind or is handled by unsuitable persons, it has the danger of producing a class of youth who will not be satisfied with living in village conditions, with a desire to serve the village people. Our need is to awaken the whole mass of rural people and utilise this vast human potential for their development. “The welling up of talent and energy which has historically accompanied the decline of privilege and the rise of submerged classes has evidently been in large degree simply a release of powers suppressed or dormant until then. It is the unfolding of potentiality to the sunlight of stimulus and self respect.”

46. Here again we have to suggest that the objectives of the Janata College Movement have to be largely promoted through the Community Development approach and programme. Already to some extent this objective is being served by some of the schemes which this Programme has taken up. One of the most important of such schemes is the training of Gram Sahayaks in camps of three days duration. One such camp is

to be organised in every VLW circle once a year. These camps are to be for functional training in subjects, such as, agriculture, animal husbandry, cooperation, sanitation and public health, which are of vital concern to the rural people. Already a very large number of camps in the agriculture group of subjects have been held and 575,000 Gram Sahayaks have received training. There is evidence to show that these trained farmers are assuming leadership in promoting agricultural improvement in their villages. In some places demand has come from some of these Gram Sahayaks that they be given opportunity for more advanced training of a short duration in an institution and some States are organising such training for them. The short duration camps can be repeated once a year or even more frequently. Advantage can be taken of these camps to impart some knowledge in citizenship. The great advantage of these camps is that they hardly cost anything and the Extension staff who organise these have as much to learn as the villagers who attend the camps. We see great possibility of developing this system into a mass movement for adult education or Social Education.

47. The second main line of training for leadership must come through the promotion of panchayats, cooperatives, mahilla mandals, youth clubs, farmers' clubs and other similar organisations of the people. We have already pointed out the importance of these organisations to the Community Development Programme. These organisations have to be given opportunities to play their due role in the Development Programme and through their activities youth leadership and adult leadership is bound to emerge. Short training courses for the leaders of these institutions are proposed to be organised under the Community Development Programme. A scheme for training of members of the Block Development Committees is also being taken up. The training will be in the objectives of the Community Development Programme, its methods and techniques, in the role of the village institutions, in the role of local leadership and in the importance of people's participation in the development of the country. Other allied subjects will figure in the syllabus of training. A big programme for the training of panchayat leaders, leaders of the cooperative movement, secretaries of panchayats and of cooperative societies will be taken up. This training will be directly related to the Community Development Programme and yet will touch on several topics which will promote citizenship, education and social responsibilities that is the purpose of Social Education to achieve. The process of inducing change in attitude, of building up self-reliance, co-operative functioning and community solidarity in the rural people, which the Community Development Programme has as its objectives, will be a powerful educational process of the same character as the Janata College education must truly promote. The Community Development Programme has to be promoted primarily through the Extension method. Extension is education in the widest sense. For these reasons we are convinced that the

right approach now is to operate through the Community Development Programme rather than attempt to set up Janata Colleges of the pattern, however reformed they may be, that have been in existence. These cannot be multiplied for reasons of cost and in today's situation the pilot approach is neither necessary nor appropriate.

48. We have already recommended that a number of short courses for farmers and leaders of various kinds should be taken up in the Rural Institutes, in the Extension Training Centres and other similar institutions. They will contribute their due share to the process of general enlightenment and building up of leadership which the rural areas and people now need for making the Development Programme a success and for building up democracy. We have come to the conclusion that the existing Janata Colleges are not serving any useful purpose commensurate with their cost and it would not be justifiable to let them continue as they are. We have also come to the conclusion that the Janata College idea is premature for our country. We would, therefore, suggest that if the existing Janata Colleges have to continue, they should be put to some useful purpose. We can suggest no better use for them than to train village school teachers for the purpose indicated in paragraph 50 of this report. To be able to do this on correct lines the staff of these Janata Colleges should be given an orientation training which can be best organised by the Ministry of Community Development. Such of the members of the Staff as are not suitable for this kind of work will have to be changed.

49. There is one problem we wish to touch upon and that is the problem of the young man in the village who has not completed his education, is not fit for any definite employment and is living dissatisfied and frustrated in the rural areas with his eye turned to the city. This class is a source of disharmony and discord in the community and hence our anxiety to deal with the problem. In terms of numbers that have to be taken care of, we feel the problem is capable of being tackled. It is necessary to provide for their further education which has to be cheap and must definitely prepare them for some useful employment or vocation. They have to be educated to become useful in some way to their community and through that education shown what opportunities there are at present or likely to arise with the further progress of the rural development programme for worthwhile service to the rural community. The Mysore Vidyapeeth with necessary modifications can be made into a suitable institution to serve this purpose. The class of young persons it is at present training will be taken care of hereafter in other ways under the programme of Community Development.

50. In our view the most important future line of development should be to promote the idea of the village school as the Community Centre. The Community Development Programme will facilitate the promotion of this idea. Funds are being provided for building Community Centres. The

Extension Service can lend much support to the Community Centre and so can the village panchayats, Cooperatives and other people's organisations being developed. The village school teachers will have to be properly trained. The Ministry of Community Development, with financial assistance from the Ford Foundation, took up a scheme for training of village school teachers through trained peripatetic parties so that the school teachers could play a better role as intellectual leaders in the field of rural development and reconstruction. The training of school teachers through peripatetic parties has not been wholly successful. It will be necessary to take up their training and also of college teachers in as many institutions as possible. This training could be very conveniently given through short courses in the Rural Institutes, Extension Training Centres and other suitable non-official institutions of which there is no dearth in our country. But for evolving a permanent system, as we must, this training should be made an integral part of the pedagogic training which all school teachers must receive. This special training will have to be arranged for those teachers who have already done their pedagogic training. There should be a close link between the village school, the village panchayat and the village cooperative and round these three basic institutions should be woven the economic, social, cultural and democratic activities for the development of the village. We feel that this idea has a revolutionary potential and must be implemented with vigour and determination.

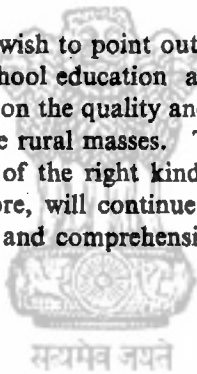
51. Our conclusion has been that it is premature to make an institutional approach to the problem of Adult Education on a mass scale that is required for purposes of the Development Programme. The alternative suggested by us is 'inservice education' of leaders or potential leaders while involving them at the same time in processes and in working of institutions concerned with Community Development. We wish to stress the importance of involving the people in such activities and to the conducting of those activities in a manner as will have the maximum educational impact on the people. The central idea of this education has to be preparation for citizenship of the Democratic and progressive Welfare State which we are seeking to build. It has to create in them understanding of and allegiance to democracy and of the democratic processes as applied to various fields of human activity, the scientific attitude, the sense of belonging to the community and preparedness to serve community ends and work cooperatively. This education has to have as its objective the building up of similar traits and characteristics of mind which any education should foster, i.e., "To think effectively, to communicate thought, to make relevant judgements and to discriminate among values". It would be specially important to create a commitment to democratic values. To quote again from the Harvard Committee's Report.

"The ideal of a free society involves a two-fold value, the value of freedom and that of society. Democracy is a community of

free men. It must represent an adjustment between the values of freedom and social living. Rugged individualism is not sufficient to constitute a democracy; democracy also is fraternity and cooperation for the common good. When union is stressed to the exclusion of freedom we fall into totalitarianism; but when freedom is stressed exclusively we fall into chaos. Democracy is the attempt to combine liberty with loyalty, each limiting the other and also each reinforcing the other. Enlargement of the common concern is indeed the distinctive character of our age."

On these concepts is based our Constitution, the idea of the Welfare State and of the socialist pattern of society and from these derive the objectives of Community Development. Thus in a broad way citizenship education must acquaint the people with our Constitution, its democratic character, our country and its cultural heritage, the scientific attitude, the idea of the socialist pattern of society, the importance of people's participation in the building up of the Welfare State, the role of Panchayats, coöperatives, the village school and other institutions and organisations of the people.

52. In the end we would wish to point out that out-of-school education cannot be a substitute for school education and the success of the former to a great extent will depend on the quality and extent of school and college education that is taken to the rural masses. The importance of large scale expansion of education and of the right kind in the rural areas through schools and colleges, therefore, will continue to remain a matter of vital importance, however good and comprehensive our out-of-school education programme is.



CHAPTER VI

SUMMARY OF MAIN CONCLUSIONS AND RECOMMENDATIONS

Chapter II—General Considerations

The main purpose of all the four classes of institutions studied has to be the education of rural people for a better and fuller life and the training of workers for service to the rural people. The Community Development Programme and the National Extension Service have now set the pattern for rural development. The objective of the four classes of institutions has been studied in the light of this new pattern of development, taking special note that the Community Development Programme is a country-wide programme, is creating an Extension Service well manned and trained for serving the rural people, has taken up a big scheme for orientation training of personnel to provide trained workers for the Community Development Programme and is giving emphasis to the promotion of local leadership through education and training and youth programmes. The Community Development Programme would require the education and training of Extension personnel and of village leaders on a very large scale.

Chapter III—Agricultural Education

2. The Basic Agricultural Schools and Extension Training Centres started by the Ministry of Agriculture for the specific purpose of training Gram Sevaks required by the Programme of Community Development have been changed in their character from time to time on an *ad hoc* basis. These institutes have suffered from several weaknesses. The time has now come when the *ad hoc* approach should be replaced by a long term approach to deal with the important question of providing on a requisite scale and of proper quality agricultural education to the rural people commensurate with the needs being created by the nationwide Community Development Programme. There need be no fear that there will be surplus institutions for education for this purpose. For the solution of the food problem of the country as well as the success of the Community Development Programme large scale expansion of agricultural education is essential. The problem should not be looked upon merely as one of producing a certain number of Gram Sevaks.

3. For some time to come the great majority of rural boys will have to remain in the village self-employed. This is a desirable objective. The success of the Community Development Programme requires that the drift of talent from the rural areas to the towns impoverishing the social and cultural life of rural areas should be arrested. For this more educational opportunities and opportunities for rendering satisfying service to the rural people will have to be provided to rural youth. Farming being

the biggest avenue of employment for the rural people, agricultural education for the rural masses becomes a matter of vital importance. Educated farmers will lend powerful support to the Extension agency and only thus can rapid progress in the field of agriculture and revitalisation of rural life which the Community Development Programme has as its objective, be achieved..

4. The system of agricultural education of the country should train farmers' sons to become more progressive farmers, train a variety of agricultural extension workers and train persons for carrying on research in agriculture. The training of farmers' sons should equip them with capacity to produce farm commodities efficiently, market those commodities advantageously, conserve soil and other natural resources, manage their farm business well and participate in rural leadership activities. This should be the aim of agricultural education given in the Multipurpose Higher Secondary Schools and the syllabus, quality of staff, standard of teaching and other facilities should be designed to achieve this objective.

5. The Post Basic Schools should form a part of the picture of higher education above the Senior Basic School. They will help in meeting the demand of the rural people for greater educational opportunities, ensure that the village youth would be better oriented for sharing responsibility in the field of rural development, will throw up the right kind of leadership and arrest, to some extent, the drift of talent from the rural to the urban areas. The agricultural education given in the Post Basic School should be of the same kind as in the Higher Secondary Schools recommended above.

6. The education given in the Higher Secondary Schools and the Post Basic Schools located in rural areas should give to young men and women the necessary academic attainment, a proper knowledge of the language, humanities, and general science as will give them a progressive outlook and an awakened mind, a good acquaintance with rural conditions and understanding of rural problems so that they can see the opportunity for service to the rural people which is being created by the Community Development Programme and have an understanding of the process of democratic planning and development of the country that we have undertaken. A sound knowledge of agriculture and its place in rural life will also be essential. This class of educated youth will be very suitable for serving the rural community at the village level in posts such as of those Gram Sevaks, Gram Sevikas, Revenue Workers, Secretaries of village cooperatives and panchayats etc.

7. As soon as possible the policy should be laid down that in posts of the nature described above at the village level appointments should be made from among students possessing the kind of educational equipment mentioned. Till that can be done Matriculates completing the two-year

course in the integrated Basic Agricultural School-cum-Extension Training Centres, not absorbed as Gram Sevaks, should be given preference for such employment.

8. The Gram Sevaks will require some more knowledge in agriculture than what a student coming out with the agriculture course from the Higher Secondary School or the Post Basic School will possess. The Basic Agricultural Schools should provide him another year of intensive education in agriculture. A student successfully completing this course should be regarded as a diploma holder in agriculture and should be given preference for recruitment to several posts in the Agriculture Departments and also posts at the village level mentioned earlier. Those who have to be Gram Sevaks should have the additional six months' Extension training. It is, therefore, not necessary to attempt to restrict the number of admissions to this one year's course in the Basic Agricultural Schools to the number of Gram Sevaks required according to the programme for starting of blocks.

9. The name of the Basic Agricultural School should be ultimately changed to just Agricultural School and it should be kept separate from the Extension Training Centre. There will be many advantages in keeping them separate. We strongly urge a reconsideration of the decision to integrate the Basic Agricultural Schools and the Extension Training Centres. And this must be urgently done since steps are already being taken to set up the integrated institutions.

10. The Manjri type of Agricultural Schools should be ultimately integrated into the permanent pattern for agricultural and rural education that we have recommended. For the present they may continue to run on the existing pattern to provide educational facilities to non-Matriculates or those who cannot carry on education up to the Higher Secondary Stage. They may also to a limited extent produce candidates for appointment as Talatis and other equivalent posts at the village level, but they should not be appointed as Gram Sevaks. The ultimate aim should be to convert these schools either to the Post Basic Pattern or the Multipurpose Higher Secondary pattern or to Agricultural Schools of the kind recommended by us.

11. The Agricultural diploma holders, *i. e.*, the students who have done the one year's agriculture course in the Agricultural schools should be eligible to join an Agricultural college and complete the graduate's course in three years.

12. We do not see any advantage in having the two-year certificate course in agricultural science in a Rural Institute. Such of the Rural Institutes as have been running this course should ultimately convert it into the one year's course we have recommended for the Agricultural

schools. In the interim period they should run exactly the same course as the two-year course of the integrated Basic Agricultural School-cum-Extension Training Centre. The selection for admission to this course of those who are to be appointed as Gram Sevaks should be the same as for the Basic Agricultural School-cum-Extension Training Centres. The two-year certificate course in agricultural science should not be started in any Rural Institute hereafter.

Chapter IV—Rural Institute

13. The main objective of the Rural Institute should be to provide greater educational opportunity to rural people and of a kind which will be in harmony with their outlook and traditions and open up avenues of rendering satisfying service to the rural people. They should be conceived primarily as educational institutions and not as vocational or training institutions. They should aim at building up the idea of a rural profession as different from following specific rural vocations and should have the objective of infusing in the youth the spirit to live and work for the Democratic Welfare State we are seeking to build. Thus the role of Rural Institutes has to be reconsidered in the context of the Community Development Programme. For rendering service to the rural people we need a properly educated person oriented to the needs of the rural areas with a personality in tune with rural conditions, whether he has to render service in the capacity of a functionary of Government or of a local authority or whether by assuming leadership of the village community or by working as a better citizen in his own field of employment. The pattern of education suggested by us for the Higher Secondary stage with emphasis on agricultural education will produce such a person for rendering effective service at the village level. The main course in the Rural Institute should be a higher step in the same direction and, therefore, the three-year diploma course for rural service should be the principal course. There is not in all the authorities concerned with Rural Institutes a clear understanding and acceptance of these fundamental objectives and even less of how these could be promoted. They have not been able to review their plans for developing the Rural Institutes in the light of the new situation created by the Community Development Programme.

14. There has to be some amount of combination of studies in cultural and occupational fields in the three year diploma course, but the occupational aspect should not assume such importance as will make the course nearer a vocational course or a course of training. What is required is proper adaptation of the course to the needs of rural education and adequate provision of practical work experience for students. Revision of the syllabus of the three-year diploma course has been suggested in Appendix IV.

15. Emphasis need not any longer be on the Rural Institutes' role to render service *directly* to the rural people by taking up Extension programmes not closely related to the process of education; nor should research be regarded as a direct responsibility of the Rural Institute. Some practical work has to be taken up to give work experience to the students and some research, which will be mostly applied research and research in methodology and in the sociological fields, for creating the proper atmosphere in the institutions. The main service which the Rural Institute should immediately render to the Development Programme should be to produce suitably educated and oriented persons for the Extension service. This it will do through the three-year diploma course. In the revised syllabus suggested the core subjects will be covered in the first two years and specialisation in one field undertaken in the third year. Specialisation will be in the fields of Cooperation, Community Development, Social Education, Social Welfare, Home Economics and Village Industries, branches for which there is at present no institution that produces a suitably educated and properly oriented person for doing useful work in the rural areas. In addition there can be specialisation in the Public Administration field also.

16. The standard of the three-year diploma course in academic level and in the contents of the syllabus should be equivalent to a graduate's course, but no attempt should be made to give to the syllabus the appearance of a typical college syllabus. The course should be recognised by the Universities as equivalent to a graduate's course and students passing out of this course should be eligible for post-Graduate studies in Universities. It would be best if ultimately post-Graduate facilities are developed in these Institutes themselves on their own lines having the same character and objectives. But the Rural Institutes must logically take us to the idea of a Rural University and if that is shut out completely the Rural Institutes will not grow to their full stature. However, no artificially fast pace should be set for developing these Rural Institutes into Rural Universities. That would be an unwise move in view of the several limitative factors present in today's circumstances.

17. It will be advantageous to have a course, in rural engineering in the Rural Institutes which should be a combination of Civil and Public Health Engineering with a little of Mechanical and Electrical knowledge thrown in. Special attention will have to be given to the engineering problems and needs of the rural areas keeping in view the new situation being created by the Community Development Programme. The attempt should be to produce a multipurpose engineer properly oriented to understand rural problems. The syllabus in addition to taking care of the knowledge in the engineering subjects should take care also of the proper orientation of the students for rendering service to the rural people.

18. The Rural Institutes should run a number of short courses for vocational guidance to progressive farmers, for training of panchayat secretaries, the sarpanchas and the members of the panchayats, secretaries of cooperative societies, village school teachers and youth leaders.

19. The Rural Institutes cannot resemble or be developed on the lines of the Land Grant Colleges of the U.S.A. The essence of the Land Grant Colleges of integrating teaching, research and extension is not applicable to the Rural Institutes. There should, however, be intimate relationship between the Rural Institute and the Extension agency of the Development Blocks. There should be sharing of knowledge between them and the Development Block should provide the students of the Rural Institutes work experience relevant to their educational and professional development. But there should be no attempt at collaboration in terms of any sharing of executive responsibility in connection with the programme of the block.

20. The need for making adequate arrangements for training agricultural teachers should be urgently considered. The refresher training of these teachers should be taken care of by the Agricultural Colleges.

Chapter V—Janata College

21. The objectives of the Janata Colleges are differently understood by the authorities of the different Janata Colleges and in not a single case are the objectives described in Chapter II of the Teachers' Handbook on Social Education (published by the Ministry of Education) being served to any appreciable extent. Hardly any Janata College is fulfilling much useful purpose. They have assumed the character of formal institutions and therefore the adult villagers who are usefully employed and are the potential leaders, are not being attracted to these institutions. Generally unemployed youths hoping to get better jobs by attending the Janata College course are coming to these institutions. The problem of how to provide to the usefully employed adult villager the incentive to join these Janata Colleges will not be solved as long as these institutions remain formal institutions. In any case, the Janata Colleges are so expensive that they cannot be multiplied on a large scale.

22. The conditions are not yet ripe in our country when Janata Colleges modelled after the pattern of the Folk High Schools, Denmark can be successfully promoted.

23. The objectives of the Janata College Movement have to be largely promoted through the Community Development approach and programme through such schemes as the Gram Sahayaks Training Camps, by training for leadership through the promotion of panchayats, cooperatives, mahilla mandals, youth clubs, farmers' clubs and other similar organisations of the people, the development of which is vital for the success of Community Development, by training of the members of the Block Development Committees, training of panchayat leaders, leaders of the cooperative movement, secretaries of panchayats and cooperative societies.

24. The process of inducing change in attitude, of building up self-reliance, cooperative functioning and community solidarity in the rural people which the Community Development Programme has as its objectives will be a powerful educational process of the same character as the Janata College education must truly promote. The Extension method which the Community Development Programme employs is education in the wider sense. Therefore, the right approach now to the problem of mass adult education is to operate through the Community Development Programme rather than attempt to set up Janata Colleges of the pattern, however reformed they may be, that have been in existence.

25. If these existing Janata Colleges are to continue they should be put to some useful purpose. The best use that can be suggested is training of village school teachers for the Development Programme.

26. Some steps should be taken for educating the class of young men in the villages who could not complete their education and are remaining as a discordant element in the community life.

27. The most important future line of development should be to promote the idea of the village school as the Community Centre. For this the village school teacher will have to be properly trained and a permanent system for his training should be evolved by making it an integral part of the pedagogic training which all school teachers must receive.

28. The citizenship education which must form an integral part of Adult Education should acquaint the people with our Constitution, its democratic character, with our country and its cultural heritage, a scientific attitude, the idea of the socialist pattern of society, the importance of people's participation in the building up of the Welfare State, the role of panchayats, cooperatives and the village school and other institutions and organisations of the people.

29. Out-of-school education cannot be a substitute for school education and the success of the former to a great extent will depend on the quality and extent of school and college education that is taken to the rural masses.

Sd./ B. Mukerji

7-1-59

Sd./R. K. Bhan

7-1-59

Sd./L. S. S. Kumar

7-1-59

Sd./K. P. Sinha

7-1-59



सत्यमेव जयते

APPENDIX I

LIST OF INSTITUTIONS/PLACES VISITED BY THE RURAL EDUCATION COMMITTEE

<i>Name of the Institution/Place</i>	<i>Date of Visit</i>
1. State School of Agriculture (Basic Agricultural School), Chinsurah, W. Bengal	9-4-58
2. Janata College, Banipur, W. Bengal	9-4-58
3. Rural Higher Institute, Sriniketan, West Bengal	10-4-58
4. Jamui Basic Agricultural School, Jamui, Bihar	11-4-58
5. Janata College, Turki, Bihar	12-4-58
6. Rural Institute, Amravati, Bombay	12-5-58
7. Basic Agricultural School, Amravati, Bombay	12-5-58
8. Janata College, Amravati, Bombay	12-5-58
9. Gandhi Gramodyog Mandir, Amravati, Bombay	12-5-58
10. Gram Sevika Training Centre, Amravati, Bombay	12-5-58
11. Village 'Rahat' (Amravati), Bombay	12-5-58
12. Janata College, Dabok (Udaipur) Rajasthan	2-8-58
13. Basic Agricultural School, Udaipur, Rajasthan	2-8-58
14. Vidya Bhawan Rural Institute, Udaipur	2-8-58
15. Balwant Vidyapeeth Rural Institute, Bichpuri, Agra U. P.	16-8-58
16. Extension Training Centre, Bichpuri, Agra	16-8-58
17. Janata College, Nanjangud, Mysore	17-9-58
18. Mysore State Adult Education Council, Mysore	17-9-58
19. Village 'Kooglore' (Mysore)	17-9-58
20. Janata College, Alipore, Delhi	16-10-58

NOTE.—In addition to the above, the Chairman and a member of the Committee had already visited Manjari Schools in Bombay, other Basic Agricultural Schools and Extension Training Centres.

APPENDIX II

LIST OF PERSONS INTERVIEWED BY THE RURAL EDUCATION COMMITTEE

1. Dr. D. M. Sen,
Secretary, Education Department, West Bengal.
2. Dr. H. Nandi,
Director, Department of Agriculture, West Bengal.
3. Shri P. N. Roy,
Principal,
Janata College, Banipur, West Bengal.
4. Director (Prof. P. R. Sen) and staff, of Rural Higher Institute, Sriniketan, West Bengal.
5. Principal,
Basic Agricultural School, Chinsurah, W. Bengal.
6. Shri M. N. Roy,
Deputy Chief Inspector, Adult Education, W. Bengal.
7. Shri Ghosh,
Deputy Director, Agriculture, Bihar.
8. Staff of Jamui Basic Agricultural School, Jamui, Bihar.
9. Dr. D. B. Sastri,
Director of Education, Bihar.
10. Shri Sant Parshad,
Principal,
Janata College, Turki, Bihar.
11. Shri K. Abraham, I.A.S.,
Secretary,
Department of Education, Bihar.
12. Shri H. N. Thakur,
Secretary,
Department of Agriculture, Bihar.
13. Shri Mukerjee,
Director of Agriculture, Bihar.
14. Shri Nayar, Deputy Development Commissioner,
Bihar.
15. Dr. P. S. Deshmukh,
President,
Shivaji Education Society,
Amravati, Bombay.

16. Shri S. R. Londhe,
Director, and staff of Rural Institute, Amravati,
Bombay.
17. Staff of Basic Agricultural School,
Amravati, Bombay.
18. Staff of Janata College,
Amravati, Bombay.
19. Shri H. D. Budhe,
Deputy Director,
Gandhi Gramodyog Mandir, Amravati, Bombay.
20. Smt. Kamal Vaidya,
Principal,
Gram Sevika Training Centre, Amravati, Bombay.
21. Shri V. Isvaran, I.C.S.,
Commissioner, Nagpur Division.
22. Shri K. L. Bordia,
Director, and staff of the Vidya Bhavan Rural
Institute, Udaipur.
23. Shri Janardhan Rai Nagar,
President, Rajasthan Vishwa Vidyapeeth, Udaipur.
24. Staff of Janata College,
Dabok, Udaipur.
25. Dr. R. K. Singh, }
Director } Balwant Vidyapeeth Rural Institute, Bichpuri,
Agra.
Dr. N. K. A. Rao, }
Deputy Director }
26. Staff of Extension Training Centre, Bichpuri, Agra.
27. Shri K. S. Suryanarayan, M.L.A., }
General Secretary }
28. Shri T. Venkataramahiah, M. L. C., }
Treasurer } Mysore State Adult Education
Council, Mysore.
29. Shri K. S. Munniswamy, }
Chief Executive Officer. }
30. Staff and students of
Janata College, Manjangud, Mysore.
31. Shri T. Vasudeviah,
D. D. P. I., Mysore.

32. Prof. M. Mujeeb,
Director,
Jamia Rural Institute, New Delhi.
33. Shri T. S. Avinashilingam, M. P.,
Director, Ramakrishna Mission, Coimbatore.
34. Shri N. R. Gupta,
Asstt. Director of Social Education, Delhi State.
35. Staff and students of Janata College, Alipur, Delhi.
36. Shri J. C. Mathur, I.C.S.,
Director-General,
All India Radio, New Delhi.
37. Dr. J. S. Patel,
Adviser (Agriculture),
Ministry of Community Development.



APPENDIX III

LIST OF REPORTS REFERRED TO

1. Report of the University Education Commission.
2. Report of the Committee on Higher Education for Rural Areas.
3. Report of the Assessment Committee on Basic Education.
4. The Educational System of Denmark. (Publication of the Ministry of Education).
5. The Rural Institutes of Higher Education—Study by Louis Smith.
6. Report on Rural Institutes by J. D. Dawson, Vice-President and Dean of students of Antioch College, Yellow Spring, Ohio (U.S.A.).
7. Teachers Handbook of Social Education (Ministry of Education).
8. Blueprint for a Rural University in India by Dean H. W. Hannah.



APPENDIX IV

SUGGESTIONS FOR REVISION OF THE SYLLABUS OF THE THREE-YEAR DIPLOMA COURSE IN RURAL SERVICES

We have said in the body of the Report that the Rural Institutes should be conceived primarily as educational institutions and not as vocational or training institutions. Having ultimately the service of the rural people through educationally equipping them as their objective, they should aim at building up the idea of a rural profession as different from following specific rural vocations. All students doing the three-year diploma course should be enabled to have a common understanding of the needs and possibilities for living and working in a rural community, should get work experience and guidance at the institute to make their education realistic and should be helped to make a choice of the field in which they will wish to acquire some specialised knowledge so that they could serve the rural community in that particular field. Though there has to be some amount of combination of study in cultural and occupational fields, the occupational aspects should not assume such importance as would make the courses nearer vocational or courses for job training. What is required is proper adaptation of the courses to the needs of rural education and adequate provision of practical work experience for students. The first two years will be devoted largely to the general course through which the student will be enabled to choose the field in which he will wish to acquire some specialised knowledge and the specialisation will come in the third year.

The syllabus has as core subjects—English, the regional language, Hindi for non-Hindi areas and a modern Indian language preferably a South-Indian language for Hindi areas, story of civilisation and introduction to rural problems. In addition one of the following optional groups has to be taken :

- (1) Public Administration
- (2) Cooperation
- (3) Social Work
- (4) Social Education
- (5) General Education
 - (a) Humanities
 - (b) Science
- (6) Fine Arts
- (7) Village Industries
- (8) Science

It does not seem necessary to have three languages. The course is open to students who have passed the Higher Secondary School, or if they have passed the Matriculation Examination they have to do one year's preparatory course. In either case they can be expected to have learnt English and a regional language up to a fair degree of efficiency. Our suggestion, therefore, is that one or at best only two languages may be retained, English, Hindi or another Indian language.

For the core subject we would suggest:—

- (1) English
- (2) Hindi or a modern Indian language
- (3) Rural Sociology
- (4) Economics with special reference to agriculture
- (5) General Science
- (6) Community Development.

Knowledge of Rural Sociology and Economics are essential equipment for the professional preparation of an Extension and Development worker in rural areas.

We have deliberately suggested the omission of the subject 'story of civilization'. This is not because we do not recognise the importance of this subject in broadening the outlook of the student and giving him the perspective and the sense of proportion which has to be an essential component of good citizenship and which comes only through an understanding of the forces which have gone into the making of the age in which we live. History also contributes to a similar understanding. But we feel that these subjects are not so relevant for the academic preparation of an undergraduate student who is taking a diploma course in rural services with the object of rendering service to the rural communities. The broadening of the student's perspective and giving him an understanding of the modern age and the forces that have contributed to its making has to come through Extension lectures. To include in the syllabus the 'story of civilization' will make it unduly heavy and beyond the capacity of the students to assimilate in a period of three years if they are also to do adequate justice to the other more important subjects bearing directly on their professional training.

General Science we regard as very important subject for inclusion in this syllabus. The need arises from the important role which science and technology have to play in the advancement of the rural people and, therefore, the scientific attitude of mind which the students must be given if they are to become useful Extension workers in the programme of Community Development. They should have both the sense of heritage based on allegiance as well as the tone of tough mindedness and the curiosity and readiness to change which marks the scientific attitude. To quote from the Report of the Harvard Committee on "General Education

in a Free Society"—“To the extent that classical civilisation failed to mitigate the evils of poverty, disease, squalor and a generally low level of living among the masses to that extent it failed to liberate man. Conversely, to the extent that science has succeeded in dealing with these evils it has contributed to the realisation of human values.” This teaching of general science has to be a highly integrated introduction to science as a whole. It should not be routine teaching in the different sciences, physics, chemistry, zoology etc.

We are suggesting the substitution of the subject ‘Community Development’ in place of ‘Introduction to Rural Problems’. Some of the rural problems would get covered under the subjects, rural sociology and economics with special reference to agriculture, which we have suggested should be included among the core subjects. Some of these problems should also get covered under the subjects in the branches of specialisation we are suggesting. Community Development as a subject will have to cover the field of rural development in a more comprehensive and positive manner than the subject ‘Introduction to Rural Problems’ can do. As the purpose of the course is to equip the student professionally for service in the field of Extension and Community Development the importance of including the subject of Community Development among the core subjects does not have to be explained. Broadly speaking this subject will include the following aspects:—

- (a) Understanding of the village situation—economic, social, political etc.
- (b) Understanding the Community Development Programme, its philosophy and objectives.
- (c) Principles and philosophy of Extension as applied to Community Development.
- (d) The meaning and application of Social Education to Community Development.
- (e) Planning of programmes.
- (f) Group mobilisation and community organisation with particular reference to Panchayats, cooperatives, village schools, farmers’ associations, youth and women’s organisations.
- (g) The administrative pattern and problems arising from Community Development.
- (h) Techniques of evaluating a Programme of Community Development.

On the request of Ministry of Community Development several Universities have already started courses in the graduate and post-graduate classes in Community Development. There will, therefore, be no difficulty in building up a suitable syllabus for teaching of this subject.

We have suggested specialisation in the following fields:—

Cooperation,
Community Organisation,
Social Education,
Social Welfare,
Home Economics,
Village Industries, and Public Administration.

These fields would have been covered to some extent through the core subjects. During the period of specialisation in the third year these would be covered more intensively through additional papers.

The course for village industries should not be a crafts course at all. It has to be a course for a person preparing to be an Extension worker in the field of village industries. While general acquaintance with the production techniques of the important village industries is necessary, imparting of skill in following these techniques is not to be in the promotional and organisational fields only and knowledge of marketing, costing and commercial side will be important. Already some experience has been gathered by the Training Centres of the Khadi Commission and the Small Scale Industries Service Institutes which have been training Extension Officers (Industries) for the Community Development Blocks and on the basis of this experience a detailed syllabus for this subject which can be usefully followed in the three-year diploma course can be worked out.

